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Tobago Cays Marine Park
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STRATEGIC PLAN DEVELOPMENT



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Citation

Harvey, O., and K. Williams. 2012. Strategic Plan Development. Report for MPA Governance Project. 29pp.

Disclaimer

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INTRODUCTION

Background

In December 1997 the Tobago Cays was upgraded from a marine conservation area to the Tobago Cays Marine Park (TCMP), a fully protected non-extractive Marine Protected Area (MPA). The TCMP encompasses 66 km² and includes five uninhabited cays and the inhabited island of Mayreau. Following the re-launch of the MPA in 2006 with a user fee collecting mechanism, the TCMP has been self-financing since 2007. That is, all the recurring financial demands of the park are met by user fees collected in the park. Today, the Tobago Cays Marine Park remains the only fully functional marine protected area in St. Vincent and the Grenadines with the express objective “to protect, conserve and improve the natural resources of the park”.

Rationale

The primary guiding documents for the TCMP are the Management Plan 2007-2009 (not endorsed by cabinet), a Communication Plan 2007 and a formally endorsed Monitoring and Evaluation Plan 2009. During a recently completed TCMP Management Board Effectiveness exercise funded by the MPA Governance Project (Harvey and Williams 2012), it was highlighted that although the park has these three important guiding documents, it is missing a critical document in the form of a Strategic Plan which would serve to unify these documents into a cohesive unit and outline a way forward for the TCMP. Based on the report generated from the board effectiveness exercise, a strategic plan for the TCMP was made a high priority and the process of developing a strategic plan was initiated.

Goal

The goal of this exercise is to develop a three-year Strategic Plan (SP) for the TCMP that defines its vision for the future and then determines systematically how it will get there, by understanding obstacles including changing social, financial and political environments and figuring out ways to overcome them.

Objectives

The primary objectives of this SP are:

1. To enable the Board to set policies and goals to guide the organization.
2. To provide a clear focus to the manager and staff for program implementation and agency management.
3. To facilitate the development of new programs.
4. To provide a basis for monitoring progress, and for assessing results and impact.
5. To ensure that the TCMP remains relevant and responsive to the needs of its stakeholders, and contributes to organizational stability and growth.

METHODOLOGY

TOR Development

The development of the SP for the TCMP began with the creation of a Terms of Reference (TOR) for the work that needed to be completed by a consultant. This process was spearheaded by the TCMP management committee (i.e. manager, biologist, education officer and chief ranger). This process included the identification of the goals and objectives of the SP along with the specific tasks that the consultant was required to complete in order to produce a SP that adequately reflected the current situation on the ground at the TCMP (see Appendix 1 for the complete TOR).

Once the draft TOR was completed, it was submitted to the chairman of the TCMP Board of Directors who approved it and gave the go ahead to submit it to the consultant. The consultant was selected based on their experience in the creation of strategic plans. They were then provided with the TOR at which point final revisions were made on the deliverables.

Strategic Plan Development

SWOT Analysis

The consultant began the SP development with a situational analysis with the aid of a Strengths, Weaknesses, Opportunities and Threats (SWOT) analysis which included both an internal and external component in order to generate a holistic understanding of how the TCMP operates internally as well as how the organization relates to conditions in its external environment. This was done in consultation with the TCMP Management Committee and the chairman of the Board of Directors (see Table 1 of Appendix for the “SWOT” analysis).

Strategic Issues

Based on the key findings of the SWOT analysis, the consultant in collaboration with the TCMP Management Committee identified five specific issues or concerns that should be address within the SP. These issues were then prioritized based on four criteria; importance, timing, feasibility and resources/funding. See table 2 of Appendix 2 for an outline of five key issues and their prioritization.

Action Plan

Findings of the SWOT analysis, helped to outline priority issues of the TCMP to be addressed, i.e. strategic actions. The priority issues were put into an Action Plan (AP) which seeks to align resources and efforts on actions that will best address the identified priority issues. The AP is broken into three one-year strategies (see Table 3 of Appendix 2). The action plan is a short-medium term plan of work intended to be implemented over the three-year strategic planning cycle.

Monitoring and Evaluation

The final component of the SP is a series of recommendations that are provided by the consultant to monitor the progress and success . This includes both broad and specific categories along with various performance indicators (consult Table 4 of Appendix 2 for an overview).

DISCUSSION

Strategic Planning Process

The final output of this follow-up activity is the draft Strategic Plan (i.e. Appendix 2) which was generated by an external consultant with critical inputs from the TCMP management committee. This document would be the first step in fulfilling the TCMP Board directive of developing an on-going strategic planning process. This Strategic Plan provides both direction and a formal mechanism to monitor and evaluate the implementation process to both the TCMP Board of Directors and operations manager.

The most important component of this activity was the process of developing the TOR for the actual SP, which involved the identification of the goal and objectives of the plan. This has provided critical insight into the review and creation of subsequent SPs once the planning cycle commences.

One of the shortcomings to this document is the fact that the entire Board of Directors was not intimately involved in the development of the TOR for the Strategic Plan. The development of the TOR was intended to be a Board activity; however, difficulty in securing a Board meeting to develop the TOR and the limited timeframe of the funding, meant that the TOR had to be developed by the TCMP Management Committee and signed off by the chairman of the Board of Directors.

Way Forward

The draft TCMP Strategic Plan would be formally presented to the entire TCMP Board of Directors for their review. The comments and recommendation of the Board would then be incorporated into the document, at which time it would be resubmitted to the Board for adoption. Once the Strategic Plan is formally adopted by the TCMP Board, the implementation process can begin, with that point being day one of year one of the Strategic planning cycle.

REFERENCES

Doyle, E. 2012 .Draft Strategic Plan for Tobago Cays Marine Park. Final Report Submitted to TCMP. 17pp.

Harvey, O. and K. Williams. 2012. Training Workshop for Enhancing the Management Effectiveness of Tobago Cays Marine Park Board. Report for MPA Governance Project. 21 pp.

Appendix 1

TOR for Strategic Plan

BACKGROUND

The Tobago Cays was designated a marine conservation area in 1987, under the Fisheries Act. In December 1997 the Tobago Cays Marine Park (TCMP) were upgraded to a Marine Protected Area (MPA). The TCMP encompasses 66 km² and includes five uninhabited cays and the inhabited island of Mayreau. In December 2006 the Tobago Cays Marine Park was re-launched using a user fee system, where resources users are charged a fee based on the activities that they undertake within the boundaries of the park. Owing to an average annual visitation of 75,000, the TCMP has been self-financing since 2007; that is, all the recurring financial demands of the park are met by the user fee collect in the park.

Today, the Tobago Cays Marine Park remains the only fully functional marine protected area in St. Vincent and the Grenadines. The express objective of the Tobago Cays Marine Park (TCMP) is “to protect, conserve and improve the natural resources of the Tobago Cays”. The TCMP has a Management Plan 2007- 2009 (not endorsed by cabinet) and a formally endorsed Monitoring and Evaluation Plan that form the primary documents to guide the management of the park.

GOAL

The goal of this exercise is to develop a 3 year Strategic Plan for the Tobago Cays Marine Park (TCMP) that define its vision for the future and then determine systematically how it will get there, by understanding obstacles including changing social, financial and political environments and figuring out ways to overcome them.

OBJECTIVE

The primary objectives of this Strategic Plan (SP) are:

1. To enable the Board to set policies and goals to guide the organization.
2. To provide a clear focus to the manager and staff for program implementation and agency management.
3. To facilitate the development of new programs.
4. To provide a basis for monitoring progress, and for assessing results and impact.
5. To ensure that the TCMP remains relevant and responsive to the needs of its stakeholders, and contributes to organizational stability and growth.

SPECIFIC TASKS

Initiate the Strategic Planning Process:

Facilitate Board meetings to:

- consider what procedures or steps can be used to establish and implement a SP.
- establish responsibilities for the various steps in the planning process.
- develop a common vision and focus for the SP process,
 - Using “broad categories” describe the TCMP in 3 years, in terms of following:
 - programs
 - resources
 - status
 - institutional development
 - governance
 - Using “specific categories” describe the TCMP in 3 years, in terms of following:
 - Target population
 - Budget
 - Funding sources (private vs. public)
 - Staff size, composition and structure
 - Relationship with private sector
- Review and develop goals and key issues of the TCMP for the next 3 years along with strategies for accomplishing these goals.
 - Identify changes that needs to be made in the current strategies of the TCMP
 - The strategies developed should be broad and include both current and new programs through a collaborative approach.
 - The strategies should relate to a specific goal or series of goals.
 - Determine a prioritization regime for implementing the strategies.

Conduct an Environmental Survey:

Conduct a "SWOT" (strengths, weaknesses, opportunities, and threats) analysis to generate a holistic understanding of how the TCMP relates to its external environment. The SWOT analysis should include both an internal and external component. The external component should identify and assess opportunities and threats in the external environment while the internal component will assess organizational strengths and weaknesses.

External Component will evaluate:

- Economic trends (i.e. consider opportunities and challenges related to resources and funders)
- Changing demographics (i.e. look at the primary stakeholder to determine its status and needs)
- Implication or laws and regulation affecting TCMP (e.g. establishment of South Coast MPA)

- Look at actual and potential collaborators to maximize impacts and reduce duplication of effort.

Internal Component will evaluate:

- Organizational performance (i.e. financial and human resources, operating strategies and result/outcomes)
- Key stakeholder perception of the TCMP
- Identify critical success factors for TCMP (e.g. resources, strategies, governance staff skills)
- Organizational review (i.e. values and principles that guide decision making and on-going activities)

Strategic Issues:

Identify the specific issues or questions that the TCMP should address based on the environmental survey. Then these issues should be prioritized in terms of importance, timing and feasibility.

Organizational Review

Review the following areas:

- Organizational values and operating principles (those beliefs or principles that guide the TCMP and are shared by the board and staff.
- Stakeholder Vision (what the TCMP vision for its stakeholders if your values were shared and practiced by everyone).
- Mission (the stated purpose for the TCMP existence).

Development of an Action Plan

Once the long-term details of the strategic plan are developed, a specific work plan to begin the implementation of the SP created. This should take the form of an annual program objective that is time-based and measurable. That is, a list of activities/objectives that have been agreed on to be completed by the end of each year covered by the strategic plan.

Monitoring and Evaluation

Develop procedures to monitor the implementation of the SP on a continuous basis. This process would allow for strategies to be assessed for the effectiveness and annual objectives to be developed yearly, based on progress made, obstacles encountered, and the changing environment.

Appendix 2

Draft Strategic Plan



DRAFT STRATEGIC PLAN FOR TOBAGO CAYS MARINE PARK

September 14, 2012

Herein we provide the draft strategic plan for Tobago Cays Marine Park which has been developed as part of the MPA Governance Project 'Adaptive Capacity for MPA Governance in the Eastern Caribbean' implemented by the Centre for Resource Management and Environmental Studies (CERMES) with support from NOAA's National Ocean Service International Program Office.

This document is divided into the following sections:

1. Introduction
2. SWOT analysis
3. Identification and assessment of strategic issues
4. Action plan
5. Recommendations on monitoring and evaluation
6. References
7. Annexes – Budget Analysis and Assessment of Financial Mechanisms

Introduction

The Tobago Cays was designated a marine conservation area in 1987, under the Fisheries Act. In December 1997 the Tobago Cays Marine Park (TCMP) was upgraded to a marine protected area (MPA). The TCMP encompasses 66 km² and includes five uninhabited cays and the inhabited island of Mayreau. In December 2006 the Tobago Cays Marine Park was re-launched using a user fee system, where resources users are charged a fee based on the activities that they undertake within the boundaries of the Park. Owing to an average annual visitation of 75,000, the TCMP has been self-financing since 2007; that is, all the recurring financial demands of the park are met by the user fees collect in the park.

Today, the Tobago Cays Marine Park is the only fully functional marine protected area in St. Vincent and the Grenadines. The express objective of the TCMP is "to protect, conserve and improve the natural resources of the Tobago Cays". The TCMP has a Management Plan 2007-2009 (draft not endorsed by

Cabinet) and a formally endorsed Monitoring and Evaluation Plan that form the primary documents to guide the management of the Park.

The initiative to develop a strategic plan is in part a response to the findings of the recent training workshop to enhance the management effectiveness of the TCMP Board. A self-evaluation of management effectiveness by the Board indicated that the lack of a strategic plan is a shortcoming in relation to key governance considerations, such as 'Board has clear, relevant and realistic strategic plan for action with which to work' and 'Board regularly monitors and evaluates progress toward strategic goals and product/ program performance'. Further, the formulation of a draft Strategic Plan focusing on livelihoods and fundraising was identified by the Board as a key task for the year ahead (by May 2013), including the development of strategies to effectively have continuous communication with stakeholders. It was also noted that the board needs to focus on the TCMP Management Plan especially its Part 2: Goals and objectives, and it is anticipated that the development of a strategic plan will assist with providing this focus.

The goal of this planning exercise is to develop a three-year strategic plan for the TCMP that defines its vision for the future and determines systematically how it will get there, by understanding obstacles including changing social, financial and political environments and outlining how they may be overcome through strategic directions guiding an overall action plan. The primary objectives of the strategic plan are:

6. To enable the Board to set policies and procedures that enable effective management of the TCMP.
7. To provide a clear way forward to the manager and staff for program implementation, development of adaptive capacity and MPA management.
8. To facilitate the development of new programs (e.g. resources monitoring, awareness)
9. To provide a basis for monitoring progress, and for assessing results and impact (i.e. develop or identify qualitative and quantitative indicators).
10. To ensure that the TCMP remains relevant and responsive to the needs of its stakeholders, and contributes to organizational stability and growth.
11. To outline the strategic direction of the TCMP with regard financial sustainability at both the board and operational levels.

Tasked by the Board with undertaking the strategic planning process, the TCMP Manager and key staff have worked with an independent consultant to provide input on strategic issues for this plan. Input to the planning process has also been invited from Board members. The TCMP Management Plan 2007-2009 and the Monitoring and Evaluation Plan (2009) provide the starting point in this strategic planning process, from which the overall vision, guiding principles and strategic objectives are drawn. Additional input derives from the Survey of Stakeholder Participation at TCMP (2012), the Final Report on the TCMP OPAAL Sustainable Livelihoods Project (2011), the analysis and recommendations of the WIDECASST Sea Turtle Assessment at TCMP (2010), and the MPA work plans developed by SusGren Inc. as part of the US National Fish and Wildlife Service project 'Strengthening Reef Management in the Grenada Bank'. Field visits to TCMP by the consultant and field work alongside TCMP staff during the past three years also underpin the recommendations in the strategic plan. International best practice in strategic planning for MPAs has also been referenced in order to help guide the development of the strategic plan and associated recommendations.

SWOT Analysis

An analysis of strengths, weaknesses, opportunities, and threats (SWOT) is a valuable part of any strategic planning process. In the case of the TCMP strategic plan, a SWOT helps to generate a holistic understanding of how the TCMP relates to opportunities and threats in the external environment and associated with its stakeholders. A SWOT also indicates the nature of internal organizational strengths and weaknesses.

In this SWOT analysis, the external component evaluates economic trends (i.e. consider opportunities and challenges related to resources and funders), changing demographics (i.e. look at the primary stakeholder to determine its status and needs), the implication of laws and regulations affecting TCMP (e.g. establishment of South Coast MPA), actual and potential collaborators to maximize impacts and reduce duplication of effort, and external environmental factors that are largely beyond the control of TCMP management (e.g. climate change).

The internal component evaluates organizational factors (i.e. values and principles that guide decision making and on-going activities), organizational performance (i.e. financial and human resources, operating strategies and result/outcomes), key stakeholder perception of the TCMP, stakeholder engagement and participation in the TCMP, and critical success factors for TCMP management (e.g. resources, strategies, governance, staff skills). Annex 1 presents budget analysis that provides input to the internal component of the SWOT.

This analysis is shown in Table 1.

Table 1: SWOT Analysis for TCMP

STRENGTHS	WEAKNESSES
<p>INTERNAL FACTORS</p> <ul style="list-style-type: none"> • Existence of Management Plan, Monitoring and Evaluation Plan, Communications Plan; • Solid guiding principles of sustainable development, equitable sharing of economic benefits, participatory management, adaptive and integrated management, consistent with international obligations under CBD and SPAW Protocol; • Good levels of staffing including skilled marine biologist, field officers and staff experienced in organisational management; • Good baseline data from sea turtle monitoring, Reef Check, SocMon, willingness-to-pay, stakeholder perception survey • Existing infrastructure – well-equipped office facilities with interpretive centre; • Existing vessels and equipment for day-to-day operation of patrols and biodiversity monitoring activities; • Good level of financial sustainability, ratio of income:expenditure is healthy (see Annex 1); • Established and functioning fee collection system, experience with various financing mechanisms including licensing of tourism operators and merchandising; • Hotline exists for 24 hour reporting of infractions to TCMP; • Established systems for management of MPA information; • Past initiatives related to alternative sustainable livelihoods for local communities and lesson learned from these; • Past experience with education activities for children in support of building local compliance with MPA regulations; • Positive experience of past communications activities e.g. hosting of site visit by OECS journalists; • Existence of TCMP website and Facebook page; • Awareness and understanding of the importance of stakeholders in MPA management; • Participation in many capacity building opportunities for MPA management; • Pursuit of prosecution for criminals involved in crimes against visitors to TCMP 	<p>INTERNAL FACTORS</p> <ul style="list-style-type: none"> • Management Plan, Monitoring and Evaluation Plan, Communications Plan not fully approved or being implemented; • Whilst data from biodiversity monitoring exists, there is less institutional experience in adaptively managing TCMP based on measures of progress against conservation objectives; • Limited communication to Board and stakeholders about findings of biodiversity monitoring and status of TCMP's natural resources; • Lack of compliance with MPA and fisheries regulations by local fishers and visitors; • Ad hoc/irregular communications with fishers and other stakeholders; • Predictability of patrols, lack of strategic enforcement plan; • Elements necessary for successful enforcement only partially achieved e.g. full set of standard operating procedures not formalized; • Limited funding and equipping of Mayreau patrol; • Stakeholder perception of enforcement as an area of weakness; • Lack of institutional focus on providing good value to park users e.g. well-maintained fixed moorings, on-site education/interpretive opportunities • Interruption of patrols by vessel maintenance and issues with timely acquisition of necessary parts; • Interruption of day-to-day operation by malfunctioning computer systems; • Information systems and MPA data not fully analysed or up-to-date; • Limited meaningful contribution by Board members and limited interest from them in applying best practices or innovations in MPA management to TCMP; • Expenditure on salary is the largest single budget item at TCMP (see Annex 1), yet staffing does not necessarily correspond to the MPA's priority issues or programmatic needs

STRENGTHS		WEAKNESSES	
EXTERNAL FACTORS		EXTERNAL FACTORS	
<ul style="list-style-type: none"> • Functioning links with Fisheries Division, National Parks Authority and other key agencies; • Strong partner support from CERMES, SusGren Inc, the Grenadines Network of MPAs and other NGOs; • A priority site for international assistance via GCFI/NOAA CRCP, UNEP-CEP/CaMPAM, the Caribbean Challenge; • Promotion of TCMP via national tourism strategy; • Anticipated ongoing tourist visitation and expected ability to collect fees, albeit at reduced levels compared to previous years (see Annex 1) 		<ul style="list-style-type: none"> • The nation benefits from tourism generated by visitation to TCMP, yet the responsibility for visitor security (in both staff and budget terms) has come to rest almost solely with TCMP, whose expertise and core functions relate more to conservation and MPA management than policing for visitor security; • Lack of stakeholder participation in MPA management, particularly by fishers and water taxi operators; • Lack of substantive contribution by local fisheries officer to TCMP, little effort to assist in promotion of alternative practices for fishers or to share advances in more sustainable fishing gear; • High level of seasonality to TCMP income (see Annex 1) 	
THREATS		OPPORTUNITIES	
INTERNAL FACTORS		INTERNAL FACTORS	
<ul style="list-style-type: none"> • Without partnerships or public sector funding to help address visitor security, TCMP risks spending scarce resources on security patrols, so jeopardising investments in strategic priorities related to natural resources management, stakeholder communications and alternative livelihoods; • Stakeholder participation in MPA management undermined by poor information flows from TCMP to stakeholders; • TCMP Board is divorced from the realities of MPA management; • Lack of coordination of efforts by partners with the potential to collaborate on strategic issues for MPA management 		<ul style="list-style-type: none"> • Update TCMP's Management Plan, Monitoring and Evaluation Plan, Communications Plan; • Develop a strategic enforcement plan which focuses resources on the most vulnerable biodiversity and habitats, with use of spot-checks to vary patrol routines, and with time allocated for enforcement officers to take a role in outreach and education; • Develop standard operating procedures to guide enforcement activities and maintenance of key equipment, vessels and infrastructure; • Develop enforcement pyramid and transparently share with community, make greater use of fines for offenders; • Ensure Mayreau Patrol is fully funded and equipped to enforce MPA regulations and respond to infractions; • Share responsibility for visitor security with other relevant agencies eg. police; • Continue to pursue court cases against those infringing upon MPA regulations in order to set precedents, link to communications efforts and publicly condemn poaching, illegal fishing, negligence of captains and crimes against visitors; • Designate responsibility for programmatic areas related to strategic priorities eg. appoint Education Officer, Stakeholder Communications Officer, Equipment Maintenance Officer, also define part of the rangers' jobs as interpretation for visitors and education efforts within the local community; • Enhance communications with all stakeholders – update the Communications Plan, appoint communications officer, increase interaction with stakeholders, develop appropriate modes of communication to maximize reach to different stakeholder groups; • Capitalize on the willingness for greater stakeholder participation in MPA management that was indicated in the stakeholder survey, invite fisher representative to join Board, invite stakeholder involvement in other strategic priorities; • Develop a program to share with local fishers about fishing practices, gear and techniques; 	

- Respond to OPAAL recommendations for further training of local communities in customer service and business planning, consider development of a nature tour guiding certification;
- Collaborate with partners such as SusGren and GCFI to seek opportunities for assistance to local fishers;
- Develop an outreach/education program for local children in support of compliance with MPA regulations;
- Implement a code of conduct for all staff, with a version especially tailored to the work of rangers as enforcement officers and as ambassadors for TCMP;
- MPA Manager to establish and oversee individual staff development programs and performance monitoring;
- Continue to evaluate the need for, feasibility of and budget/other implications of a permanent ranger post within TCMP for surveillance, deterrence, fee collection and outreach;
- Analyse current and optimal TCMP expenditure on the basis of MPA program needs – e.g. conservation/enforcement, biodiversity monitoring, tourism (visitor security, fee collection), education and outreach, institutional management and administration;
- Gather information on estimated staff time currently spent on MPA programs;
- Seek to increase revenue from and profitability of TCMP merchandising (see Annex 2);
- Review enforcement pyramid and the suitability of the existing system of fines for MPA infringements;
- Evaluate the feasibility of new private sector financing e.g. a system of multi-year leasing of fixed moorings to large charter companies/regular users who would have responsibility for the moorings and preferential rights for their use (see Annex 2);
- Ensure that marine biologist participates in TCMP Board meetings as planned;
- Share more technical information and the realities of community relations with the Board;
- Better network office computer systems, ensure virus protection, back-ups and regular archiving of information

THREATS

EXTERNAL FACTORS

- In the face of pressure to generate income, prioritization of tourism objectives risks dilution of biodiversity conservation objectives;
- Poaching and illegal fishing occur in TCMP despite significant expenditure on staff and fuel for patrols;
- Local fishers are placing pressure on TCMP for relaxation of levels of natural resources protection within the MPA;
- Poor relations with local fishers;
- Personal security threats to visiting yachts;
- Slight increase in local population in the Southern Grenadines due to arrival of tourism industry workers will likely increase future pressure on natural resources and possibly increase illegal fishing;
- Environmental degradation due to lack of compliance by visiting yachts, especially disregard for MPA regulations on discharge of sewage and use of holding tanks;
- Lack of compliance with fisheries regulations and user guidelines by visitors;

OPPORTUNITIES

EXTERNAL FACTORS

- Anticipated base level of visitation, enables reasonable forecasting of income from fees;
- Increase collaboration with police and other agencies as appropriate to support visitor security in TCMP;
- Seek public sector funding for enforcement activities associated with ensuring visitor safety (see Annex 2);
- Continue to participate in capacity building opportunities and local/regional projects in support of MPA management;
- Pursue opportunities via Grenadines Network of MPAs for exchanges with Grenada MPAs

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| <ul style="list-style-type: none"> • Lack of compliance with regulations for protection of endangered species, especially disturbance of sea turtles by visitors; • Closed season for sea turtles does not fully encompass turtle nesting season, so gravid turtles are captured and killed in waters near the park; • Risk of uncontrolled development on Mayreau; • Accumulation of solid waste and marine debris within TCMP, especially at Salt Whistle Bay, Mayreau; • Impacts of climate change on reefs; • TCMP income is highly dependent on fees collected from yachts, day tours, wind jammers and cruise ships, and accordingly is vulnerable to the unpredictability of the tourism industry, yet fixed costs are a very high proportion of total expenditure (see Annex 1); • TCMP revenue has declined over recent years, and there is a need for 2012 data to be processed in order to understand whether this trend is continuing (see Annex 1); • The prioritization of profitability ahead of conservation objectives threatens the natural resource base upon which tourism and profitability depend. | <p>regarding local fishers and sustainable fishing practices (SIOBMPA) and MPA promotion in local communities (MBMPA);</p> <ul style="list-style-type: none"> • Collaborate with partners for assistance with seeking grant funding for livelihood and education programs. |
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Identification of Strategic Issues

Based on the SWOT analysis, together with input from the TCMP Manager and key staff, and independent assessment of current issues facing TCMP, five strategic issues were identified that particularly deserve to be addressed by TCMP in the coming three years:

1. Visitor security, which has come into profile given recent incidents of crime against visitors to TCMP;
2. Human resources management, and the need to optimize staffing in TCMP ;
3. Status or condition of natural resources, especially water quality within TCMP;
4. Community relations, especially with local fishers, and the need to build compliance with MPA regulations and to encourage the adoption of alternative sustainable livelihoods in order to prevent illegal fishing in the MPA;
5. Sustainable financing strategies, including the need to diversify sources of income for operation of the MPA.

These issues were prioritized based their importance to the ongoing viability of the MPA, the timing within which they should be addressed, the practical feasibility of TCMP addressing the issues, either alone or with partner support, and the resources/funding required to meaningfully address them. Scores were given for each of these criteria, and the total scores indicate the priority that should be given to the strategic issues for implementation of corresponding actions.

This analysis of the priority of strategic issues is shown in Table 2.

Table 2: Prioritization of Three-Year Strategic Issues

	Visitor Security	Human Resources Management	Status of Natural Resources especially Water Quality	Community Relations, Compliance and Alternative Sustainable Livelihoods	Sustainable Financing
Importance 1 Low 2 Medium 3 High	3 High	2.5 Medium- High	3 High	3 High	2.5 Medium- High
Timing 1 Long term 2 Medium term 3 Short term	3 Short term	Action steps- 1 Short term Results – 2 Medium term Average 1.5	Monitoring – 3 Short term Building compliance – 1 Long term Average 2	1 Long term	2.5 Short- Medium term
Feasibility 1 Low 2 Medium 3 Strong	3 Strong (if shared with other agencies)	3 Strong	Monitoring – 3 Strong Building compliance – 1.5 Low-medium Average 2.25	3 Strong	2 Medium
Resources/funding 1 Heavy 2 Medium 3 Light	2 Medium (strategic patrols and increased use of Mayreau patrol)	3 Light	Monitoring – 3 Light (in-house knowledge, WQM kits) Building compliance – 2 Medium (enforcement,	Communications- 3 Light (via existing staff) Investment required, eg. for training – 2 Medium Average 2.5	2 Medium

			lobbying, targeted communications) Average 2.5		
Priority (total) Highest score = highest priority	11	10	9.75	9.5	9

Action Plan

This action plan seeks to help TCMP to focus resources and efforts on actions that will best address the priority issues identified above. It is a short-medium term plan of work, intended to be implemented over the coming three years. The strategic actions are based on the findings of the SWOT analysis.

Table 3: Outline of TCMP Action Plan

TCMP Strategic Priorities Jan 2013-Dec 2015					
Goals	1. Ensure Visitor Security	2. Effectively Manage Human Resources	3. Conserve Natural Resources, especially ensure Water Quality	4. Build Community Relations, Compliance and Alternative Sustainable Livelihoods	5. Develop Sustainable Financing
Broad categories	Sustained economic benefits from the use of natural resources	Institutional management	Conservation of natural resources and biodiversity	Public education and outreach	Institutional management
Specific categories	Enforcement to deter and detect offenders; Address security as a primary need of TCMP's visitors, who are an important	Optimum staff size, composition and structure to meet strategic program needs	Biodiversity monitoring; Enforcement of MPA regulations; Communications with stakeholders	Communications with target stakeholders; Encourage stakeholder participation	Budgeting, funding sources

TCMP Strategic Priorities Jan 2013-Dec 2015					
	stakeholder group; Links with national tourism reputation				
Year 1 Strategies	Detection and arrest of offenders; Participate in joint-enforcement training with Grenada, St Lucia	Gather information on estimated staff time currently spent on MPA programs; Implement a code of conduct for all staff, with a version especially for rangers as enforcement officers; Bring all information systems up to date (enforcement, biodiversity monitoring, SocMon, communications, admin, financing)	Continue sea turtle and Reef Check monitoring; Commence water quality monitoring, collaborate with SGU as needed; Establish baseline standards by comparing high and low season data; Ensure that marine biologist participates in TCMP Board meetings as planned and reports on progress; Develop	Continue SocMon; Discuss realities of community relations with Board; Invite Mayreau fisher representative to join Board; Review Grenada experience with MPA promotion activities in communities, consider replication; Develop program for local fishers about fishing practices, gear and techniques; Develop education program for local children in support of	Continue fee collection from users; Analyse expenditure based on MPA programs; Determine expenditure on MPA programs; Review system of fines; Seek public sector funding for enforcement activities associated with ensuring visitor safety; Encourage cabinet review of proposed fee increase

TCMP Strategic Priorities Jan 2013-Dec 2015					
			enforcement pyramid	awareness of MPA and its regulations	
Year 2 Strategies	Prosecution pursued through judicial system; Publicize ongoing court case and (eventual) successful prosecution; Publicize system of warnings, black-listing and eventual fines or prosecution	Designate staff responsibility and time to programmatic areas related to strategic priorities (base on broad categories above); MPA Manager to establish and oversee individual staff development programs and performance monitoring; Record estimated staff time spent on MPA programs	Continue sea turtle, Reef Check and water quality monitoring; Communicate year 1 findings to Board and to main yacht charter and tour companies; Lobby companies for use of holding tanks, inform about enhanced Year 3 enforcement; Commence education program for cruisers	Implement fisher program; Implement children's program; Implement OPAAL recommendations for further training in customer service, business planning and nature tour guiding; Collaborate with partners to seek opportunities for assistance to local fishers	Continue fee collection from users; Increase revenue from and profitability of TCMP merchandising; Assess feasibility of private sector funding mechanisms eg. lease of fixed moorings; Seek grants for outreach and education
Year 3 Strategies	Communication of zero tolerance; Ongoing surveillance,	Continue staff development programs and performance monitoring;	Continue sea turtle, Reef Check and water quality monitoring;	Continue fisher and children's programs; Implement livelihoods	Continue fee collection from users; Implement new private

TCMP Strategic Priorities Jan 2013-Dec 2015					
	detection and arrest of offenders	Record estimated staff time spent on MPA programs	Communicate year 1 and 2 findings to Board and main yacht charter and tour companies; Provide written warnings/ levy fines for ongoing non-compliance; Continue education program for cruisers	training; Concrete greater stakeholder participation in MPA management	sector funding mechanisms; Focus on providing good value to park users eg. well-maintained moorings, education/ interpretive opportunities

5. Recommendations on Monitoring and Evaluation

Progress in the achievement of the strategic priorities should be monitored each year according to the indicators listed below, with findings communicated to the Board, to stakeholders and, as appropriate, to the public. Overall outcomes should be evaluated after three years and similarly communicated. The strategic issues and plan should then be re-assessed by management and the Board in order to best address the changing needs of MPA management.

Table 4: Recommended Monitoring of Progress on Strategic Priorities

TCMP Strategic Priorities Jan 2013-Dec 2015					
Goals	1. Ensure Visitor Security	2. Effectively Manage Human Resources	3. Conserve Natural Resources, especially ensure Water Quality	4. Build Community Relations, Compliance and Alternative Sustainable Livelihoods	5. Develop Sustainable Financing
Broad categories	Sustained economic benefits from the use of natural resources	Institutional management	Conservation of natural resources and biodiversity	Public education and outreach	Institutional management
Specific categories	Enforcement to deter and detect offenders; Address security as a primary need of TCMP's visitors, who are an important stakeholder group; Links to national tourism reputation	Optimum staff size, composition and structure to meet strategic program needs	Biodiversity monitoring; Enforcement of MPA regulations; Communications with stakeholders	Communications with target stakeholders; Encourage stakeholder participation	Budgeting, funding sources

TCMP Strategic Priorities Jan 2013-Dec 2015					
Performance Indicators for Monitoring	Records of infringements, warnings, arrests and prosecutions for crimes; Number of reports about TCMP and security in the media; Number of reports to, Board, stakeholders and the public about incidents	Records of staff time spent on strategic priorities versus non-strategic priority activities; Number of reports to Board about staff investment in strategic priorities	Monitoring protocols implemented; Records of infringements, warnings; Number of reports to Manager, Board, stakeholders and the public about findings and progress	Records of infringements, warnings, arrests and prosecutions for poaching and illegal fishing; Records of participation in livelihoods and education programs; Number of interactions by MPA staff with stakeholders; Funding obtained for livelihoods and education; Number of reports to Board about progress	Diversification of funding sources; Comparative expenditure on strategic priorities versus non-strategic issues

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Annex 1 Budget Analysis

TOBAGO CAYS MARINE PARK BUDGET 2012

ESTIMATED INCOME

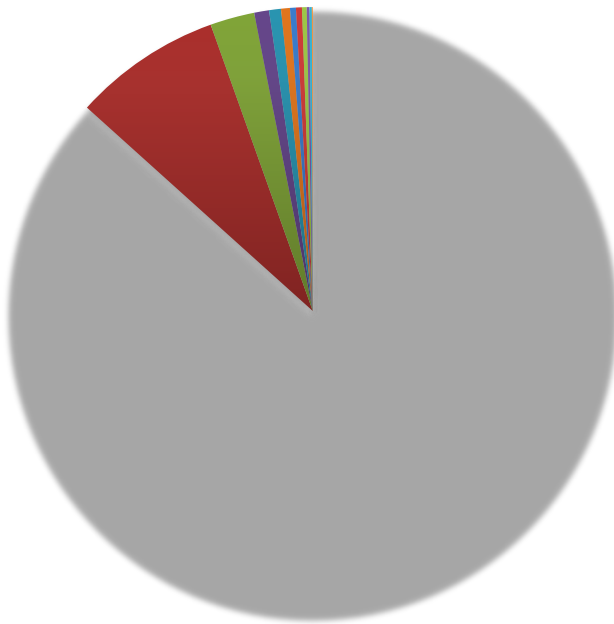
FEE STRUCTURE	EC\$	% of TOTAL
Day Tours + Wind Jammers + Cruiseships + Yachts	\$550,000	86.7%
Yacht moorings	\$50,000	7.9%
Yacht licenses fees	\$15,000	2.4%
Merchandise	\$5,000	0.8%
Water Taxis	\$4,000	0.6%
B.B.Q	\$3,000	0.5%
Miscellaneous	\$2,000	0.3%
Fines	\$2,000	0.3%
Scuba Licenses	\$1,600	0.3%
Wedding	\$900	0.1%
Vendors	\$800	0.1%
Filming	\$300	0.0%
Scuba Diving	\$0	0.0%
Dingy moorings	\$0	0.0%
TOTAL	\$634,600	100%

TOBAGO CAYS MARINE PARK BUDGET 2012

ESTIMATED EXPENDITURE

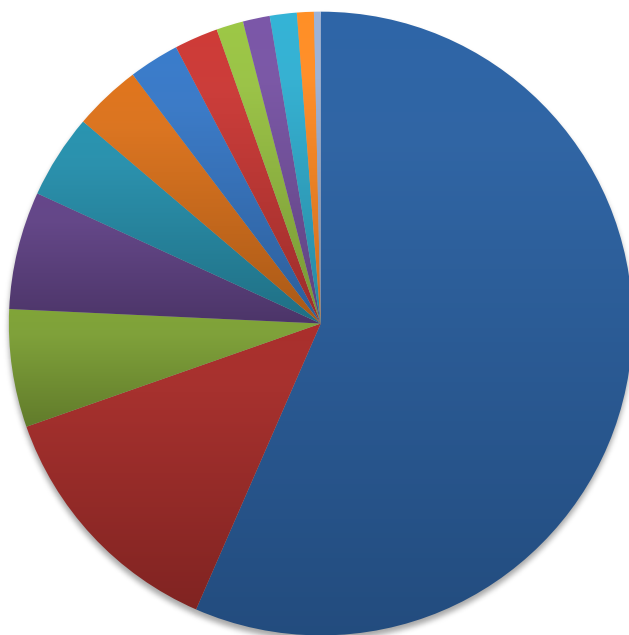
FEE STRUCTURE	EC\$	% of TOTAL
Salaries & Allowances	324,000.00	56.5%
Fuel & oil	75,000.00	13.1%
Misc Expenses *	35,000.00	6.1%
M'ce of Boats & Buoys	35,000.00	6.1%
Electricity	25,000.00	4.4%
Traveling and subsistence	20,000.00	3.5%
Telephone & Cable	15,000.00	2.6%
NIS	13,000.00	2.3%
Office Expenses	8,000.00	1.4%
Field & Safety Equipment	8,000.00	1.4%
Uniform Allowance	8,000.00	1.4%
Merchandise	5,000.00	0.9%
Office Equipment	2,000.00	0.3%
TOTAL	573,000.00	100.0%

Income

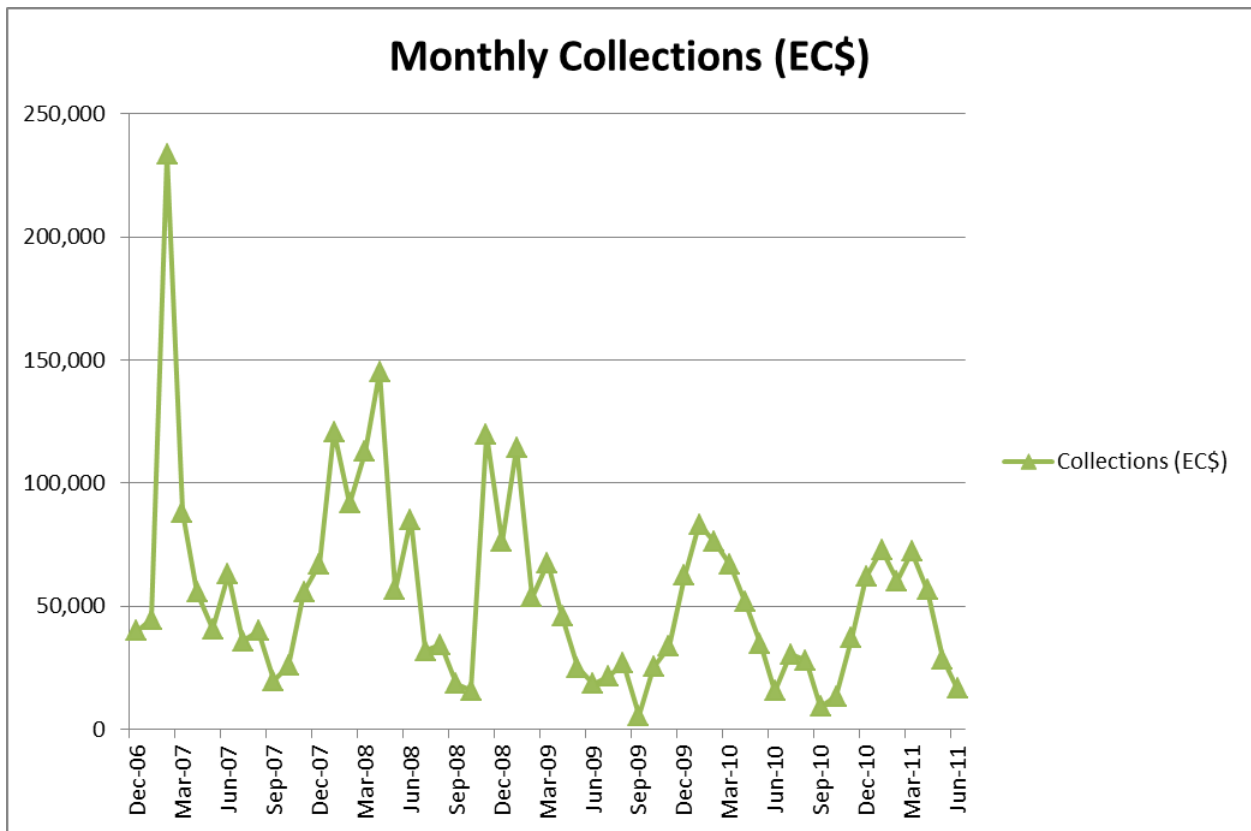
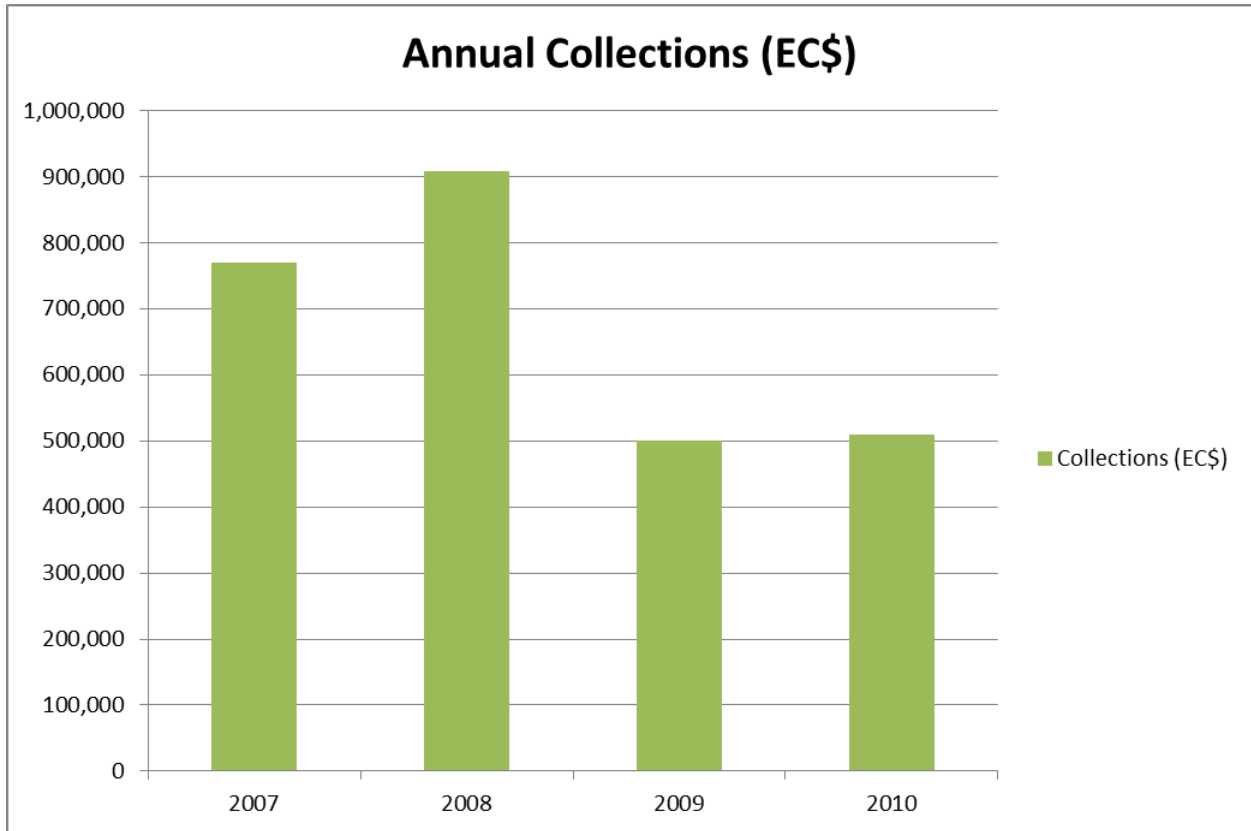


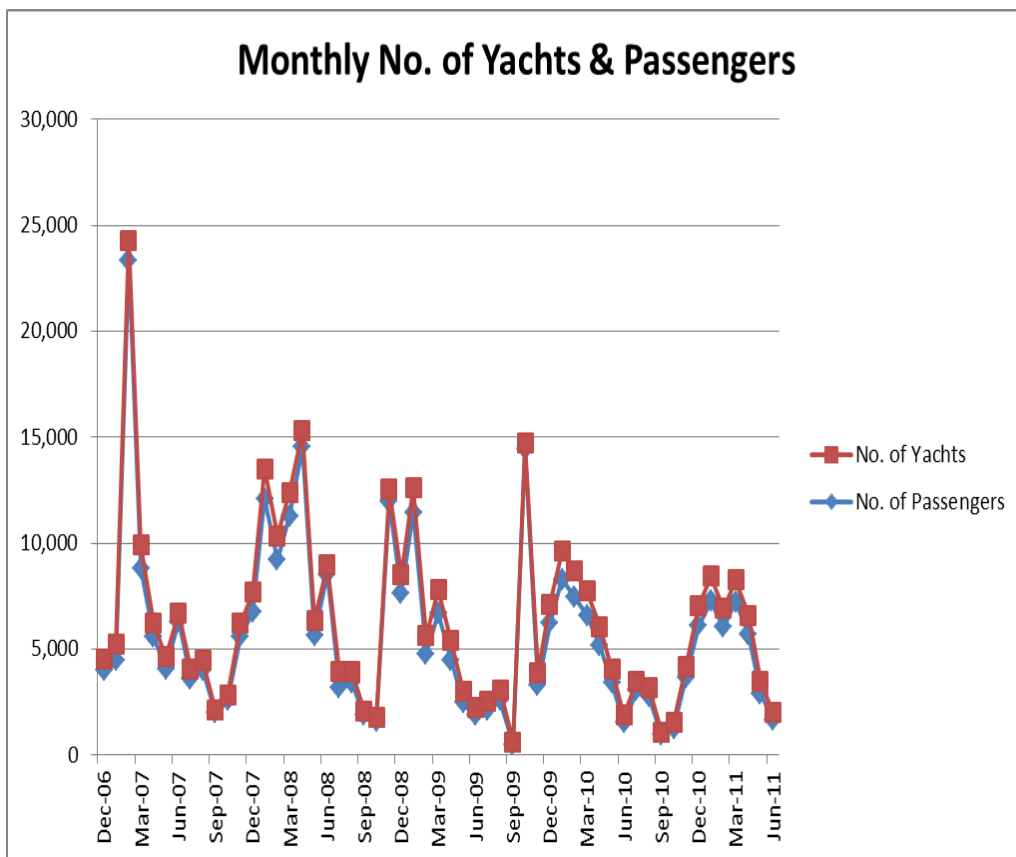
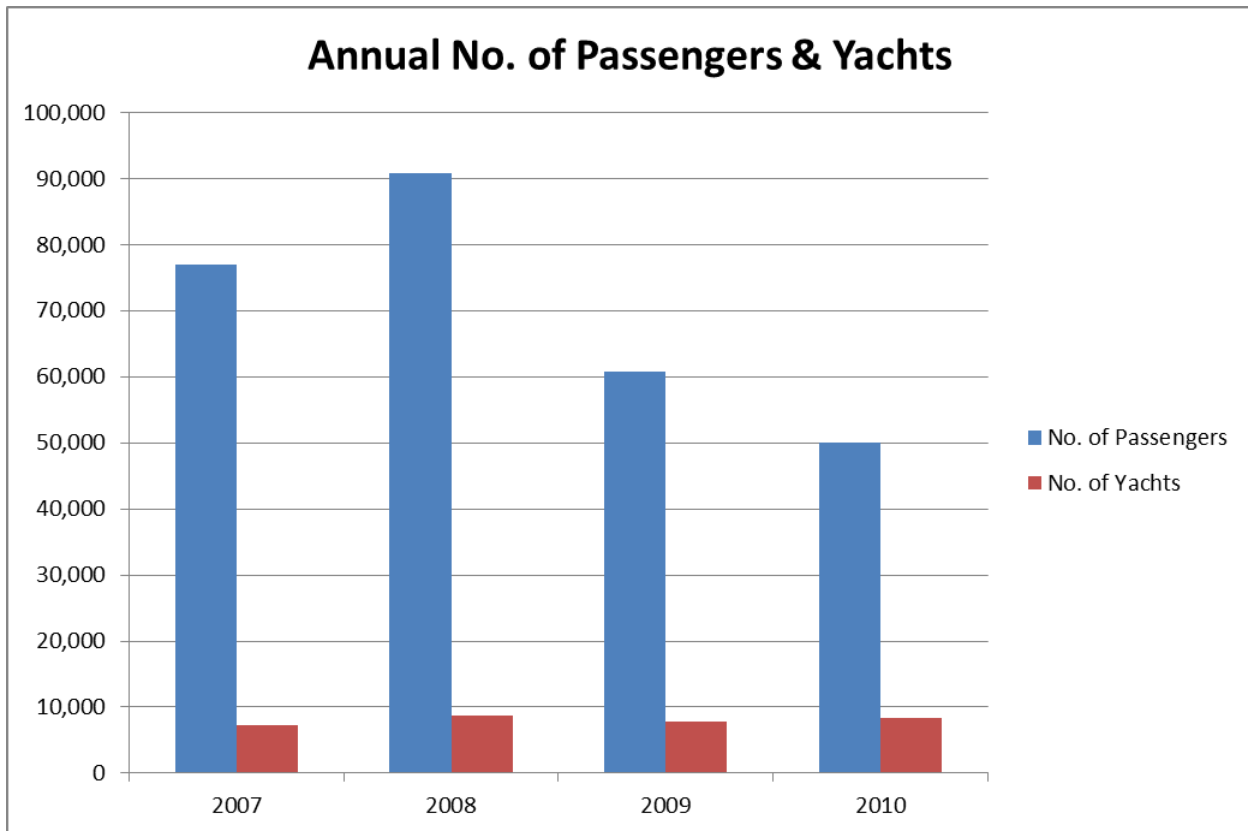
- Day Tours + Wind Jammers + Cruiseships + Yachts
- Yacht moorings
- Yacht licenses fees
- Merchandise
- Water Taxis
- B.B.Q
- Miscellaneous
- Fines
- Scuba Licenses

Expenditure



- Salaries & Allowances
- Fuel & oil
- Misc Expenses *
- M'ce of Boats & Buoys
- Electricity
- Traveling and subsistence
- Telephone & Cable
- NIS
- Office Expenses
- Field & Safety Equipment
- Uniform Allowance
- Merchandise
- Office Equipment





Annex 2 Assessment of Financial Mechanisms

Finance Strategy	Potential for Revenue Generation 1 Low-3 High	Certainty of Revenue Stream 1 Low-3 High	Complexity of Implementation 1 High-3 Low	Total Score
User fees	3 High	3 High	2 Medium	8
Concessions – water taxis, vendors	2 Medium	3 High	2 Medium	7
Merchandise	2 Medium	3 High	2 Medium	7
Government contribution	2 Medium	3 High	2 Medium	7
Mooring Lease	3 High	3 High	1 High	7
PA Trust	3 High	3 High	1 High	7
Fines	1 Low	2 Medium	3 Low	6
Operator Licenses	1 Low	2 Medium	2 Medium	5
Donations	1 Low	1 Low	3 Low	5
Grants	2 Medium	1 Low	1 High	4